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C O N F I D E N T I A L SECTION 01 OF 02 BRUSSELS 004602

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SUBJECT: EU INCREASES FINANCIAL SUPPORT FOR AU MISSION IN
DARFUR

REF: BRUSSELS 4410

Classified By: PRMOFF MARC J. MEZNAR. REASONS 1.4 (B) AND (D).

1. (C) Summary. The European Commission is set to approve 80 million euros from its Africa Peace Facility (APF) to support an expanded deployment of the African Union (AU) mission in Darfur, Sudan. EU financial support for the mission will exceed fifty percent of the total. Although the decision will become final on October 25, administrative procedures will delay disbursement for several weeks. Most EU Member States have given strong support for using the APF to fund the AU expansion in Darfur. Only France has been reluctant to endorse the decision. Solana is concerned that increasing the AU protection force without also enlarging the number of observers may be a mistaken approach, and also expressed concern that the APF funds may be tapped out soon. End Summary.

Commission to approve over \$100 million for peacekeeping

2. (SBU) EU Member States have until 5:00 p.m., October 25, to object to Commission plans to disburse 80 million euros from its Africa Peace Facility (APF) to support the expansion of the AU force in Darfur. Given the near unanimity among the EU States to fund the full amount requested by the AU, the Commission and EU Council both expect this decision to go forward. EU Council Sudan policy officer Christian Manahl calculates the value of this decision in dollars to be 100,604,795.

3. (C) Ever since the international community began discussing the expansion of the AU force in Darfur, the EU has expressed a willingness to fund up to one half of the operation. Most recently, the Commission communicated support for this level of funding to the Department's senior Sudan advisor Charles Snyder (reftel). HiRep Javier Solana told visiting NEA A/S Burns that he was concerned that by deploying additional military forces without a corresponding increase in ceasefire observers, the international community may have adopted a mistaken approach. Still, he said he was committed to supporting the AU's efforts, and would commit to helping fund it.

4. (C) According to DG DEV Pan-African Affairs officer Ranieri Sabatucci, only France signaled reservations about this funding decision. Sabatucci told PRMOFF that France had never been an enthusiastic supporter of the APF; France also indicated it might not be able to pay its third assessed tranche to the European Development Fund (EDF), which is used to finance the APF. EuropeAid APF Desk Officer Theodorus Kaspers told PRMOFF that a failure by France to contribute its assessed contribution to the EDF could precipitate a cash flow problem that would delay disbursement of funds for the AU force in Darfur. Kaspers said that the paperwork would require several weeks before money could actually start flowing to the AU. He mentioned that internal political pressure to get the money moving would make this project his highest priority. USEU Development Counselor spoke with Dutch Development Counselor Paul Ymkers who indicated France and Germany have both informed the EC they will not be able to pay into the third tranche of EDF due to cash problems.

5. (C) Both Sabatucci and Kaspers are of the opinion that the political imperative of this decision could force France to cede to the pressure of the other Member States and deposit its third tranche into the EDF. In fact, EU High Representative Javier Solana has already announced the 80 million euro contribution while on an official visit to Addis Ababa over the weekend. France would need additional support from other EU government to override the qualifying majority vote (the basis for decisions within the EDF group) to block APF funds for the AU. According to Ymkers, France's opposition to the use of EDF for APF is quite worrisome for the Council, which seeks maximum consensus as much as possible. While it is true that qualified majority voting is the basis for decision making on this instrument when using this "silent procedure" they normally make sure the large member states are on board.

Council to provide technical support

¶6. (C/NF) Manahl told PRMOFF that although the PSC had given its basic agreement to the decision at a political level, it stated its desire to &follow closely8 the implementation of the plan by the AU. This line reflects the Council,s desire to be actively engaged in helping the AU plan the deployment and providing logistical support for the operation. Solana has nominated Brigadier General Brauss, the ACOS OPS of the EU Military Staff, as the Brussels-based point of contact for Darfur. The EU will replace British Colonel Peter Stamps with Colonel Linz of the German army as the EU senior military planner on the ground in Darfur. Polmiloffs were told by EUMS staffers closely involved with the Darfur planning that Linz was not an especially capable military planner, and that the short tdy rotations of officers were hampering effectiveness of the Partners' Technical Support Group just as a spike in accelerated deployment activity was beginning. The AU task force expected to plan and control the deployments is not yet functional, and could require from 3 months to a year to establish the necessary infrastructure -- human and technical -- to operate effectively. The EU planners urged the creation of a coherent joint EU-US-Canadian "bank" of highly-qualified planners within the Partners' Technical Support Group, to provide discrete assistance to the AU from a politically palatable distance.

¶7. (C) The Commission, which does not have military expertise, has never shown enthusiasm to connect its use of the APF with influence in directing the deployment of the mission. An overriding purpose of the Commission-funded APF is to help the AU build capacity to handle peacekeeping operations. Many in the Commission feel capacity building of AU institutions like the Peace and Security Council is more important than the AU peacekeeping deployments themselves.

Comment

¶8. (C) With this latest disbursement, the EU has spent a total of 92 million euros on Darfur. The Commission is now considering another AU proposal for a peacekeeping operation in Somalia and expects to respond favorably. At this rate of disbursement, the 250 million euro total allocated to the APF in 2004 will run out long before 2007 (its expected duration). Solana told us he was concerned the fund will be "tapped out" soon, and the EU would have no other options once this current expanded AU mission is deployed. Some Member States are already calling for additional development funds to be poured into the APF. This may revive the internal EU debate over the use of development funds for peacekeeping, as well as the internal EU debate on budgetizing EDF, which is based on voluntary national contributions. The strongest opposition to the Commission's proposal to budgetize EDF comes from UK's DFID, which would have to significantly increase its contributions for an instrument they view as inconsistent with a poverty reduction focus. The UK FCO is reportedly less concerned about the use of EDF than DFID. Spain has been vocal in its opposition in hopes of extracting something else as part of the negotiations. Incoming DG Development Commissioner Louis Michel has stated the need to find more appropriate funding lines to meet this important need in the new budget, come ¶2007. Reinforcement of DG RELEX,s &rapid reaction mechanism8 and an expansion of the scope of this budget line is one alternative being considered. This would expand the EU,s ability to fund peacekeeping operations worldwide, not just in Africa.

Minimize considered.

Schnabel